

TLTA 2014-0001

Crescent District Uses – Crescent Parke

TLZM 2013-0006

Crescent Parke

June 4, 2015

Planning Commission Public Hearing

Proposal

TLTA 2014-0001

A request to change the Town Plan planned land use from Commercial / Mixed-Use and Open Space to Residential

TLZM 2013-0006

A request to rezone portions of the property from CD-C (Commercial), CD-MUO (Mixed-Use Option) and CD-OS (Open Space) to CD-RH (Residential High Density)

Location & Existing Site Conditions

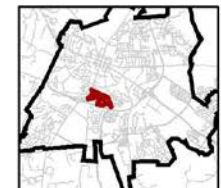


TLZM-2013-0006
Crescent Parke



- Roads
- Crescent Parke
- Parcels

0 200 400 Feet



Map Prepared by
Town of Leesburg DPZ
May 22, 2015

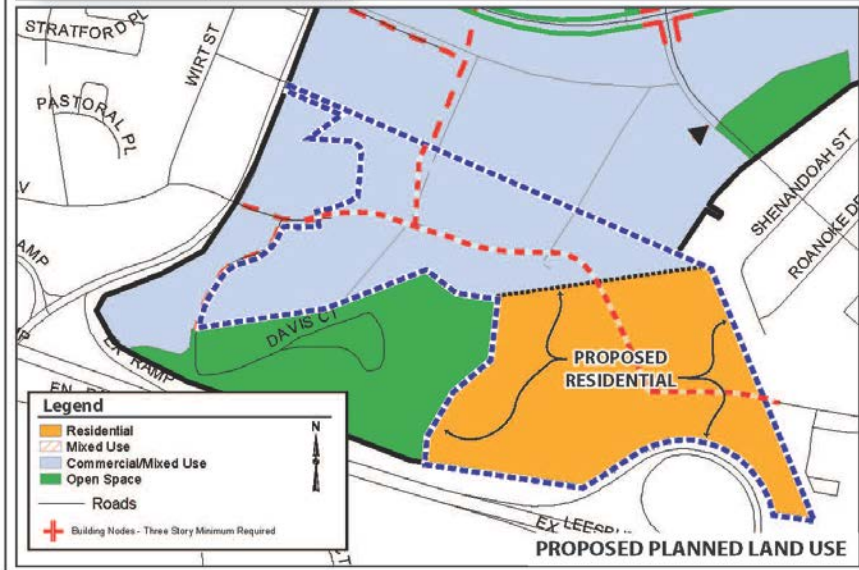
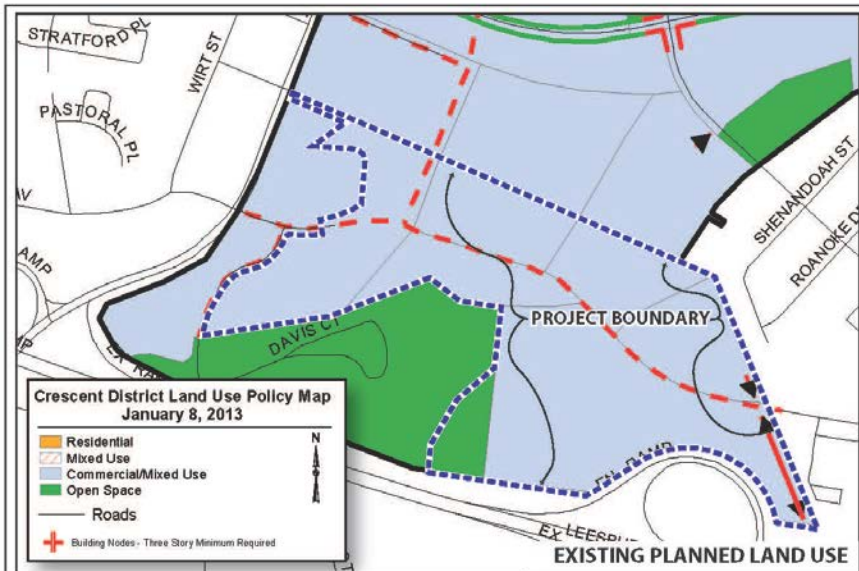
Land Use Amendment

Effect of the Amendment

- Converts 2 acres of Open Space to Residential
- Converts Commercial/Mixed Use to 27 acres Residential

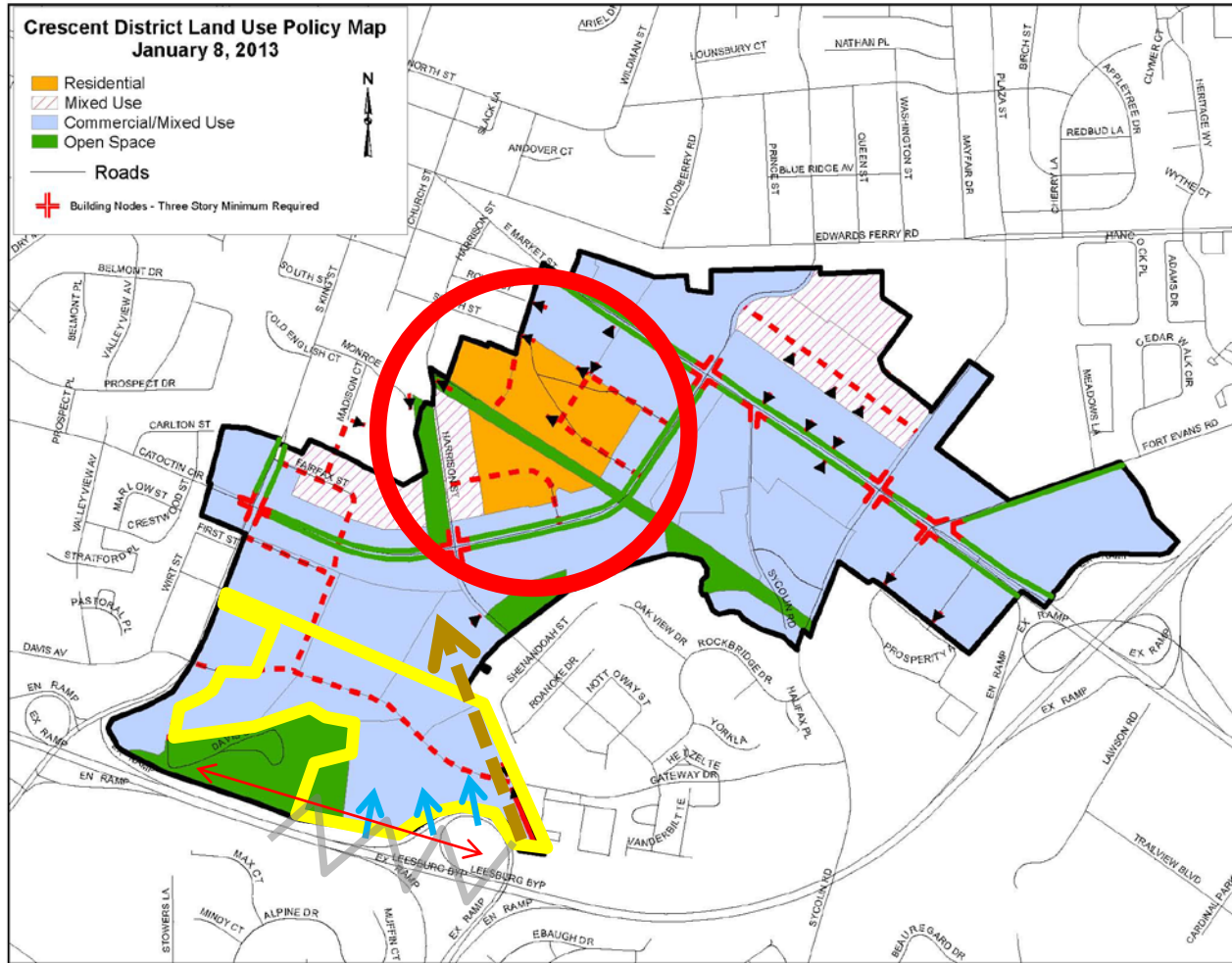
Applicant's Justification

In a condensed summary, the Applicant's response essentially describes the project as two separate "neighborhoods"; a commercial area to the north of the Tuscarora Creek and a residential area to the south. The Applicant also states that as a whole the proposed Crescent Parke implements the design, integration and walkability of the Crescent Design District and that the area is more practical for purely residential development



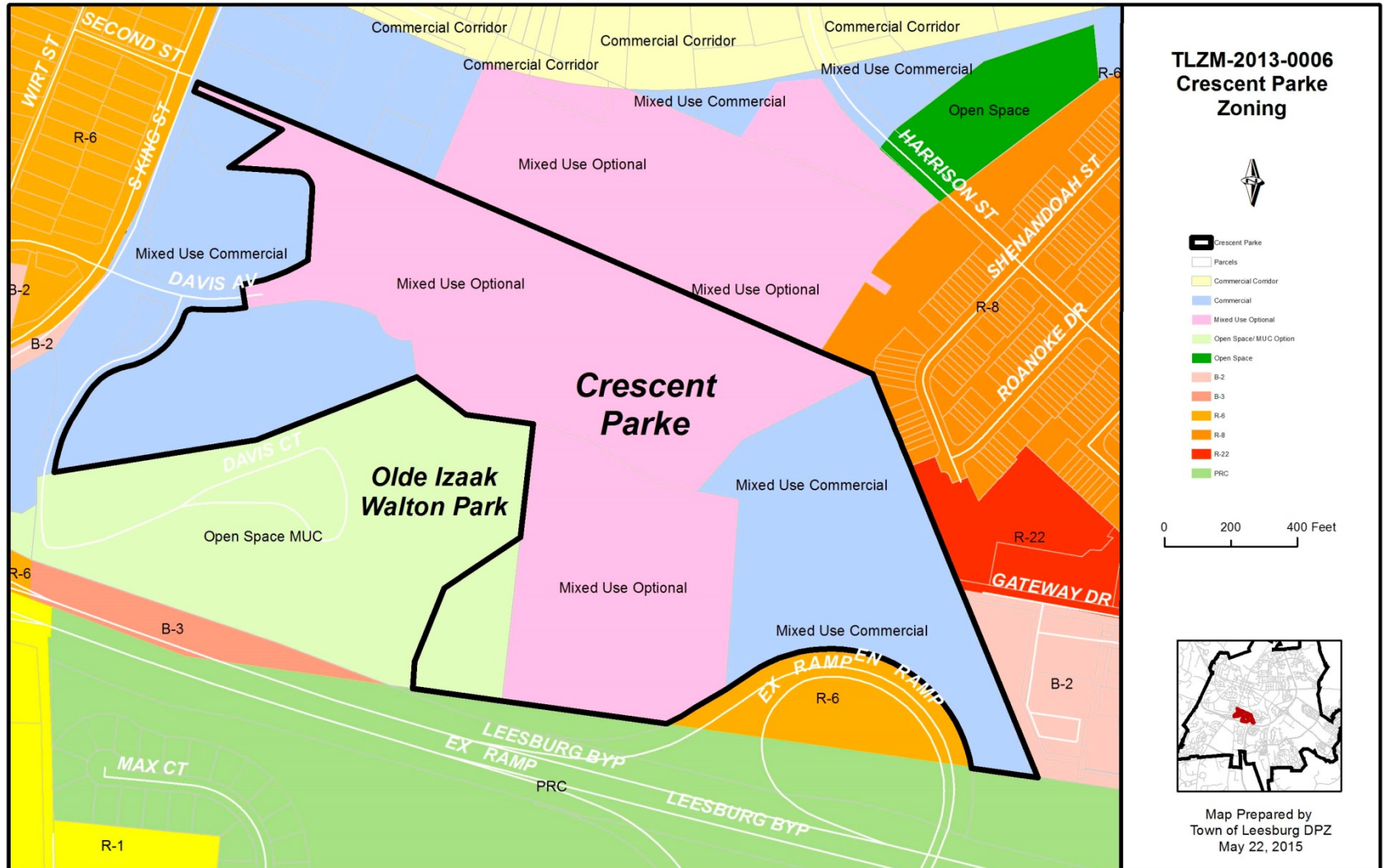
Crescent District - Planned Land Use

Designation as Mixed-Use



- Extension of the “Downtown”
- Residential Core
- Zoning Code does not support suburban-style neighborhoods
- Greenway Extension
- Site Visibility
- Noise Impact
- Proximity to DVP Transmission Lines

Current Zoning



Supporting Town Policies

- Ensure development reinforces the desired character of the Central Planning Area (TP p.6-11)
- Encourage a fine-grained variety of retail, service, office and residential uses (TP p.6-12)
- Maintain the supply of land for high-wage employment (TP p.6-5)
- Demand for new housing and retail must be balanced with the community's desire to have land available when there is a market and where it is appropriate to build offices [employment uses] ... if Leesburg wants office, emerging technologies, or other high-wage employers, it must be willing to preserve the land until the market is ready (TP p.6-6)

Land Use - Amendment Approval Criteria

- *How the amendment better realizes a Town Plan goal or objective?*

More compatible land use pattern, achieving a better transition between land uses



Land Use - Amendment Approval Criteria

- *How the amendment may rectify conflicting Plan goals or objectives*

The proposed amendment does not identify any conflicting goals.

- *How the amendment may clarify the intent of a Plan goal or objective.*

No claim is made by the Applicant that the language of the existing Plan is unclear.

- *How the amendment may provide more specific Plan guidance*

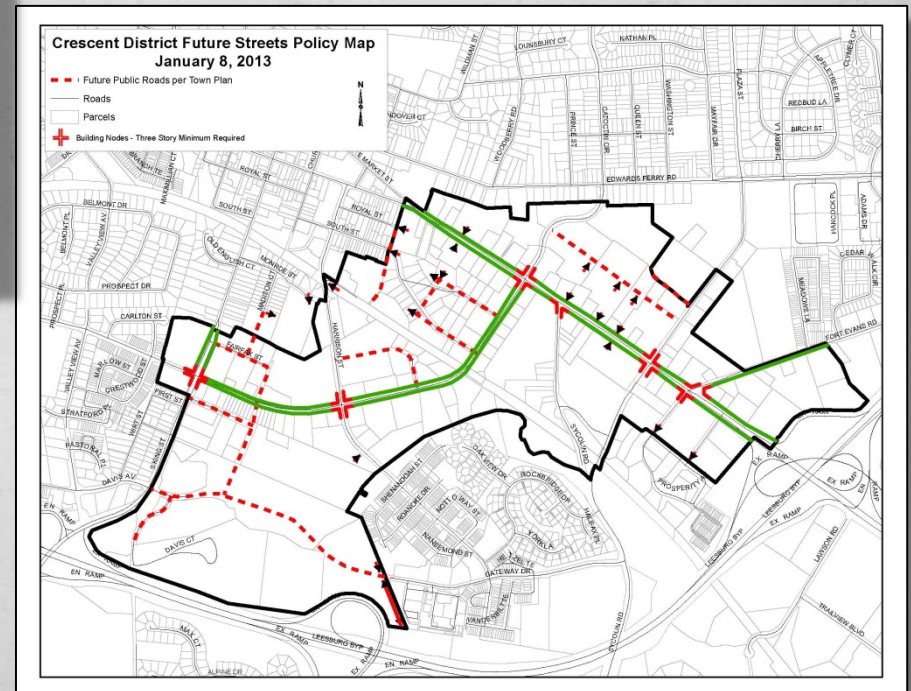
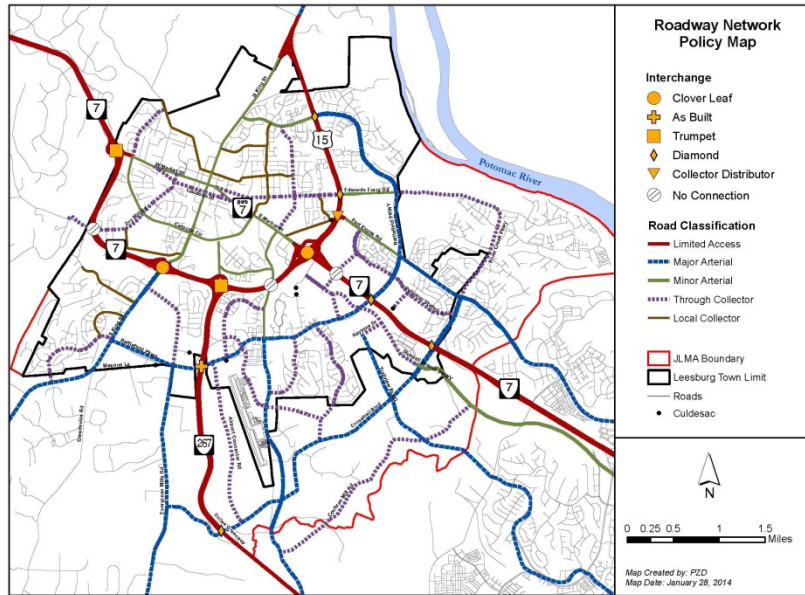
The Applicant has not provided any materials that add additional specificity to the Plan. The amendment only offers a graphic depicting a different planned land use which conflicts with existing Plan goals and objectives.

- *How the amendment may adjust the Plan as a necessary result of a significant change in circumstance unforeseen by the Plan at the time of adoption*

The Applicant provides no claim of an unforeseen circumstance to justify the amendment

Transportation Amendment

Existing Policy Maps

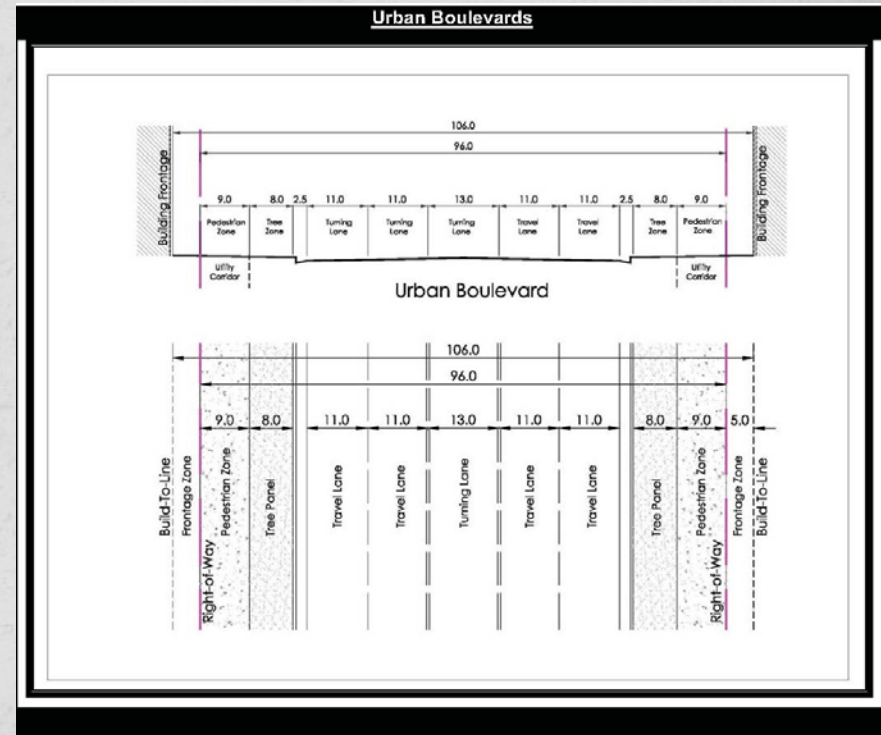


Transportation Amendment

Existing TLZO Requirements

7.10.11 Streetscape Requirements

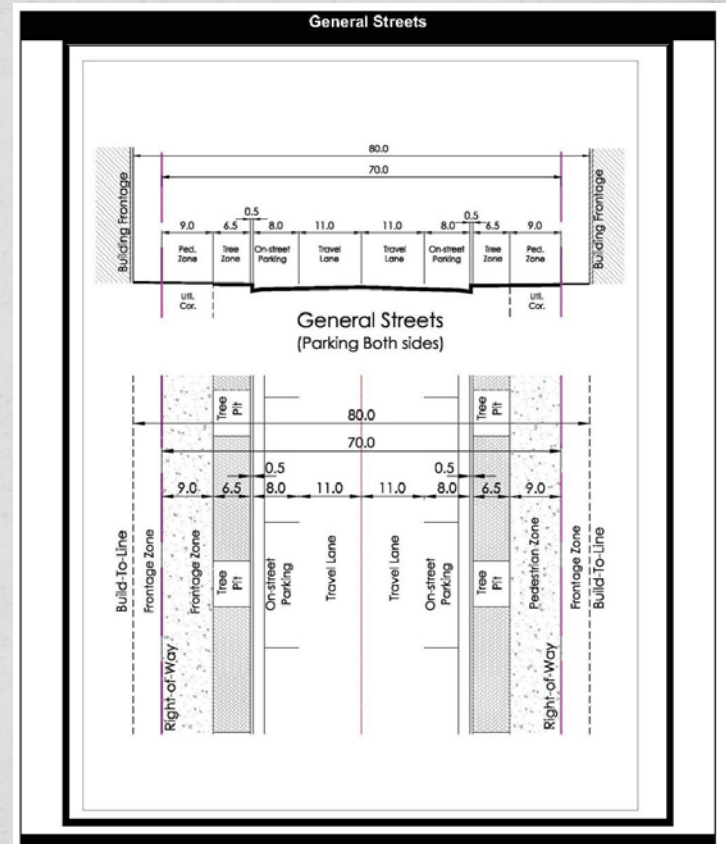
- A. Streets.** Streets, including associated streetscape improvements, in the CD District shall be provided according to the following requirements.
- 1. Street Locations.** Street locations shall be guided by the locations shown on the Crescent District Future Streets Policy Map in the Town Plan.
 - 2. Street Types.** The street shall be in accordance with the applicable street cross sections shown in the accompanying drawings. Cross sections are typical midblock sections and may vary in width and lane configuration at intersections based upon Town engineering standards. The location of street improvements within the CD District shall be measured from the center line, as specified in Sec. 7.10.4.C.1 Required Build-to Line and Parking Setback. Cross sections are provided for the following streets:
 - a. Urban Boulevards.** This designation includes the extension of Davis Avenue, E. Market Street and Catocin Circle. The cross section for E. Market Street within the CD District extends only from the southern curb line to the outside edge of the sidewalk. The location of the curb line and edge of sidewalk shall be measured from the center line, as specified in Sec. 7.10.4.C.1 Required Build-to Line and Parking Setback. See the illustration below. As an option, the Urban Boulevard may include a median in place of the turn lane subject to special conditions, including sufficient demonstration of adequate ingress and egress and compliance with Town and VDOT traffic engineering standards.



Transportation Amendment

7.10.11 Streetscape Requirements

- A. Streets.** Streets, including associated streetscape improvements, in the CD District shall be provided according to the following requirements.
- 1. Street Locations.** Street locations shall be guided by the locations shown on the Crescent District Future Streets Policy Map in the Town Plan.
 - 2. Street Types.** The street shall be in accordance with the applicable street cross sections shown in the accompanying drawings. Cross sections are typical midblock sections and may vary in width and lane configuration at intersections based upon Town engineering standards. The location of street improvements within the CD District shall be measured from the center line, as specified in Sec. 7.10.4.C.1 Required Build-to Line and Parking Setback. Cross sections are provided for the following streets:
 - a. Urban Boulevards.** This designation includes the extension of ~~Davis~~ ~~Avenue~~, E. Market Street and Catocin Circle. The cross section for E. Market Street within the CD District extends only from the southern curb line to the outside edge of the sidewalk. The location of the curb line and edge of sidewalk shall be measured from the center line, as specified in Sec. 7.10.4.C.1 Required Build-to Line and Parking Setback. See the illustration below. As an option, the Urban Boulevard may include a median in place of the turn lane subject to special conditions, including sufficient demonstration of adequate ingress and egress and compliance with Town and VDOT traffic engineering standards.



Transportation - Amendment Approval Criteria

- *How the amendment better realizes a Town Plan goal or objective?*

Applicant states that the Town Plan does not designate an appropriate street section for Davis Avenue.

- *How the amendment may rectify conflicting Plan goals or objectives*

The proposed amendment does not identify any conflicting goals.

- *How the amendment may clarify the intent of a Plan goal or objective.*

No claim is made by the Applicant that the language of the existing Plan is unclear.

- *How the amendment may provide more specific Plan guidance*

Amendment would create a conflict with the policy map and TLZO

- *How the amendment may adjust the Plan as a necessary result of a significant change in circumstance unforeseen by the Plan at the time of adoption*

The Applicant provides no claim of an unforeseen circumstance to justify the amendment

Staff Recommendation - TLTA 2014-0001

Staff recommends *denial* of the Land Use Amendment :

- Justification of the amendment does not adequately address the required justification criteria
- The Applicant has not demonstrated that residential use is preferred to mixed-use in this area based on site and surrounding conditions
- Expressed policies for integrated mixed-use within the Crescent District plan area are not achieved by the amendment
- Balance between commercial and residential tax revenues is not achieved by the amendment
- Retention of open space is not achieved
- Incomplete fiscal analysis does not support a change in planned land use

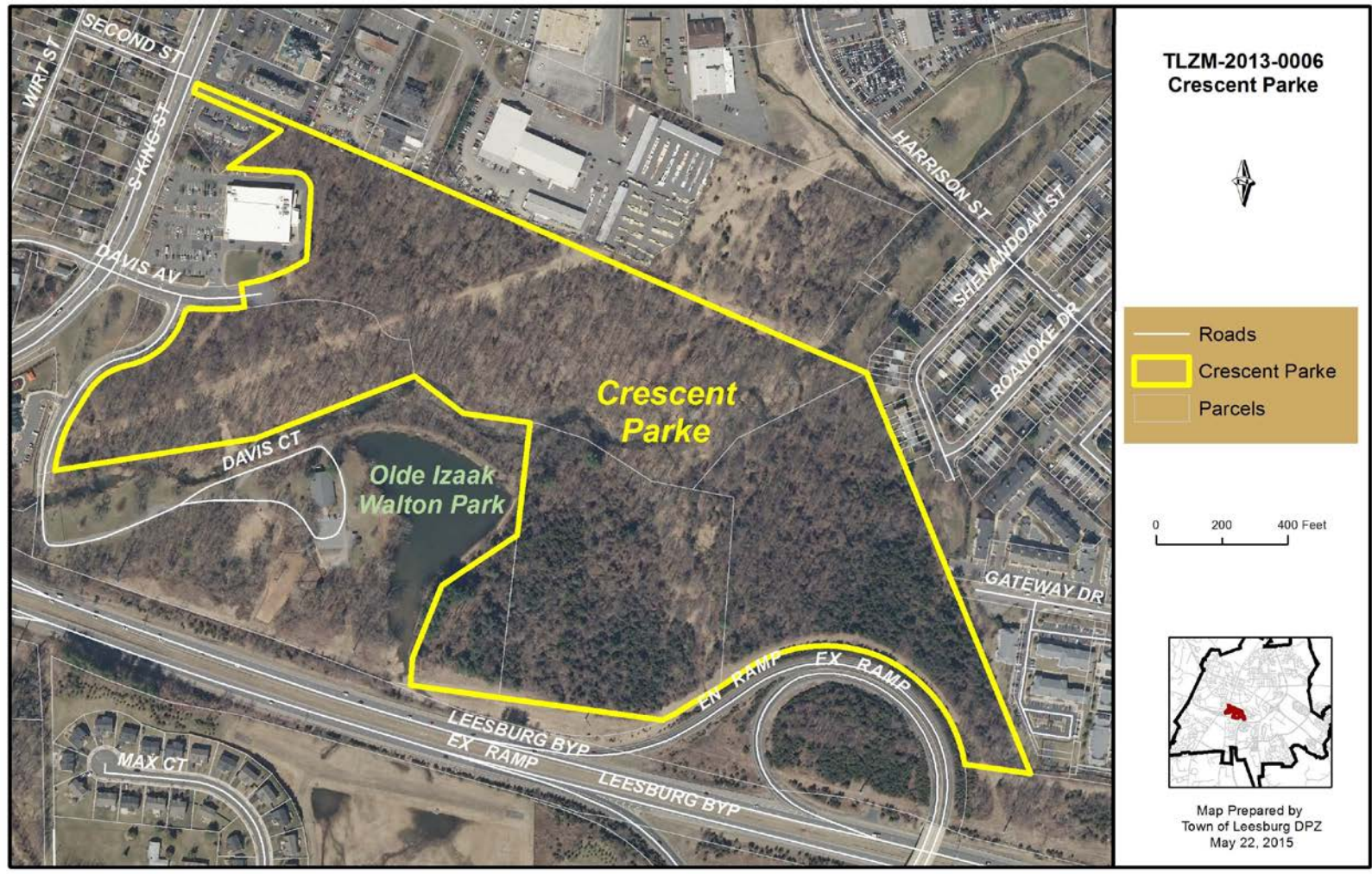
Staff Recommendation - TLTA 2014-0001

Staff recommends *denial* of the Transportation Amendment :

- Justification of the amendment does not adequately address the required justification criteria
- The amendment is in conflict with the designation of Davis Avenue in the Crescent District
- The nature of the amendment reduces a four-lane road to a two-lane road, decreasing vehicle capacity for the potential surrounding area to develop as planned commercial/mixed-use .
- Incomplete fiscal analysis does not support an undetermined change in economic revenue by the proposal.

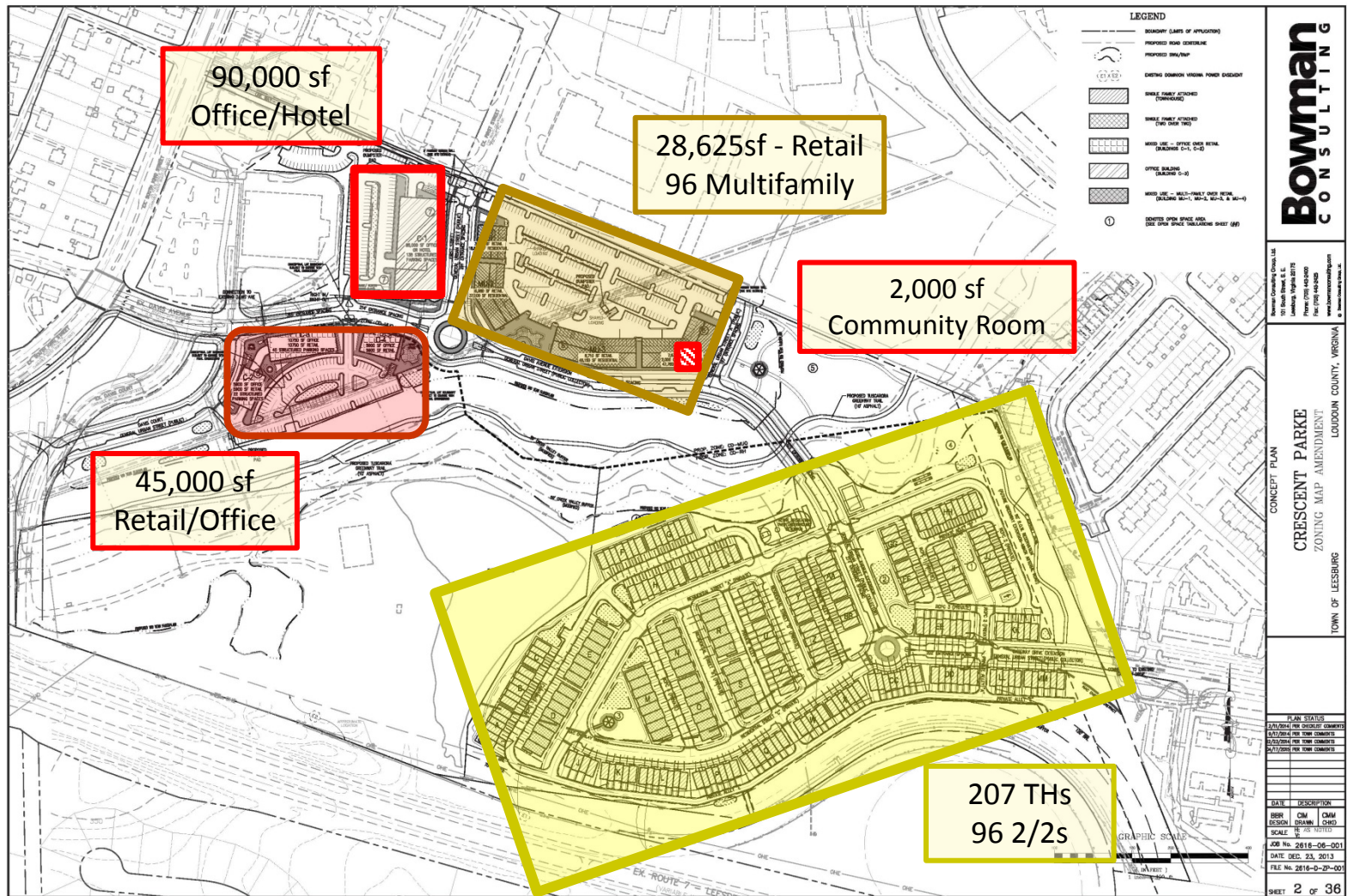
TLZM 2013-0006 - Crescent Parke

Existing Conditions



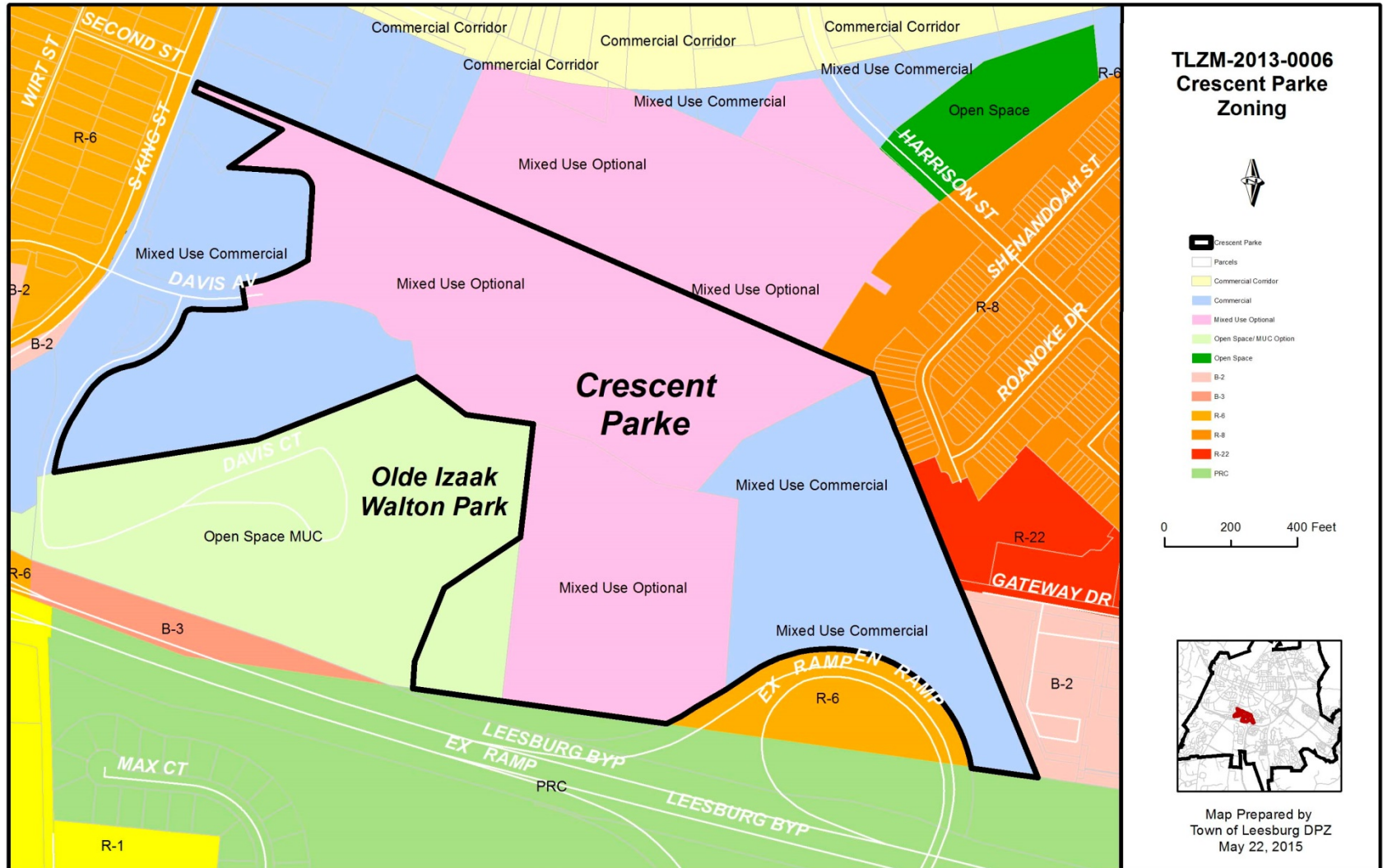
TLZM 2013-0006 - Crescent Parke

Use and Density



Total of 161,625 sf non-residential, 2,000 sf Community Room, 399 Dwelling Units

Current Zoning



Proposed Zoning

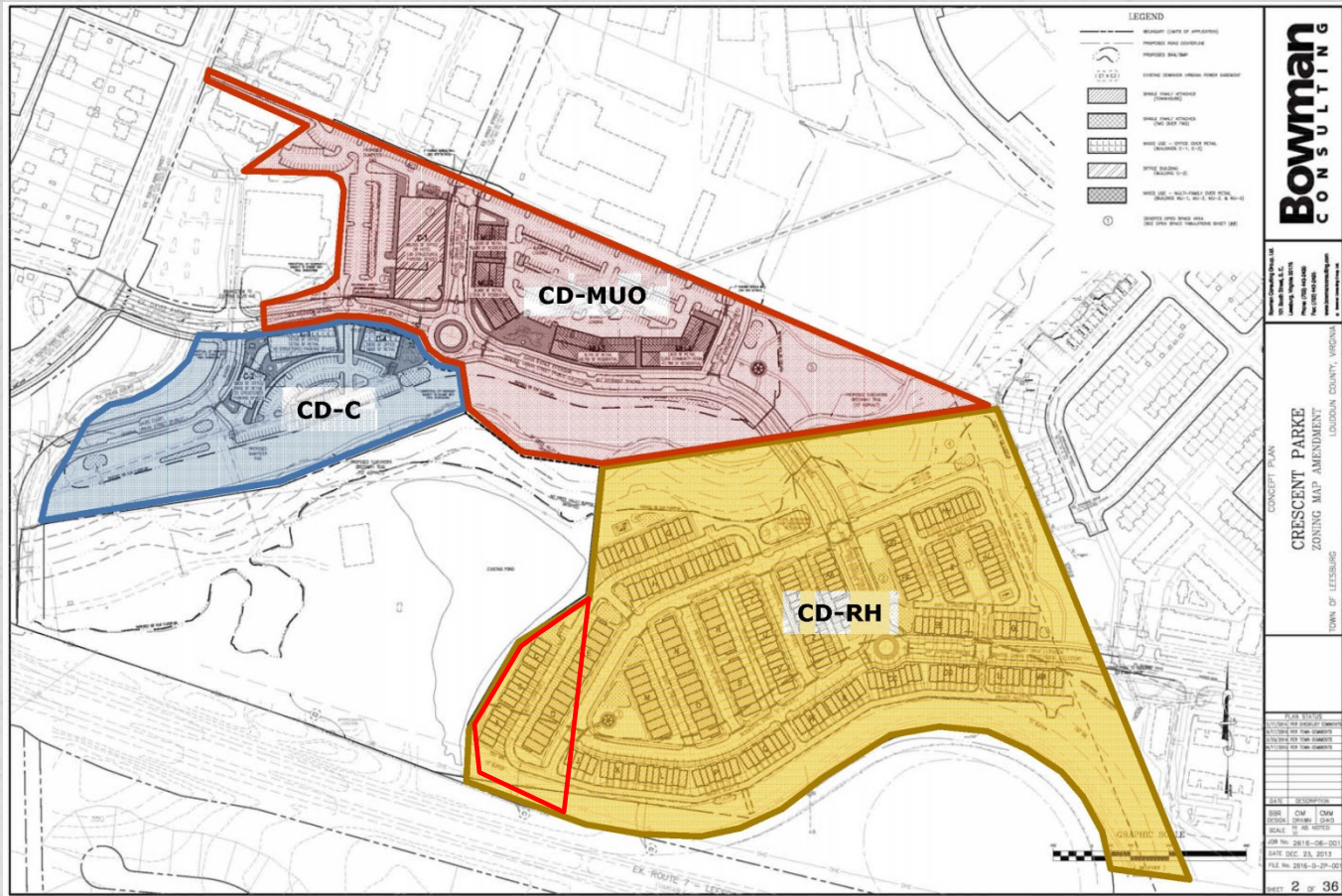
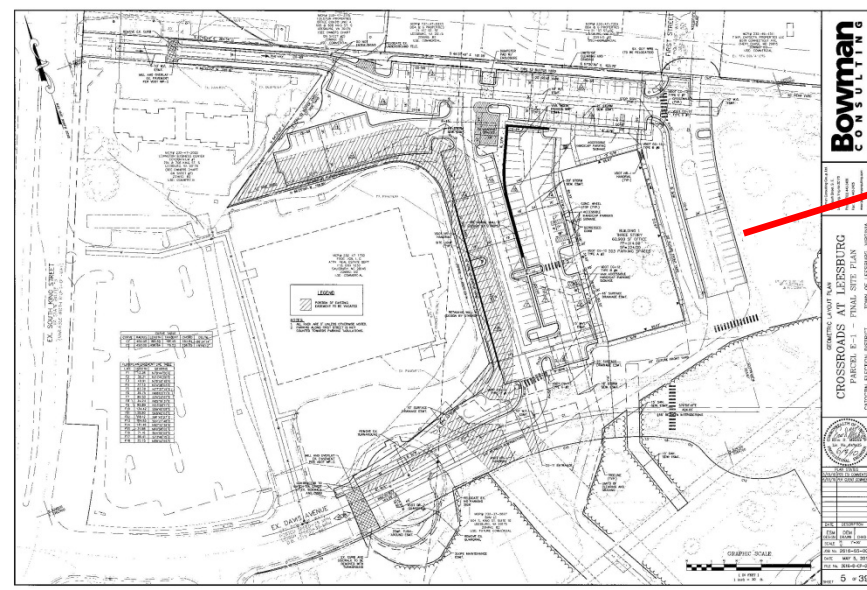


Table 3. Zoning Area

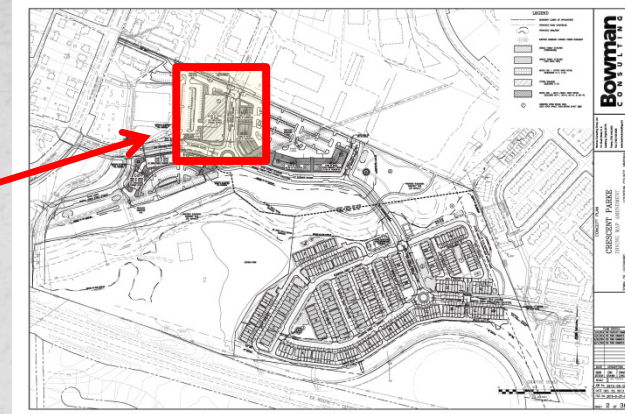
District	Area in Acres	Area in Square feet	Color Code
CD-C	7.53	328,185	Blue
CD-MUO	16.82	732,655	Red
CD-RH	28.98	1,262,488	Orange

2 of the 29 acres was CD-OS

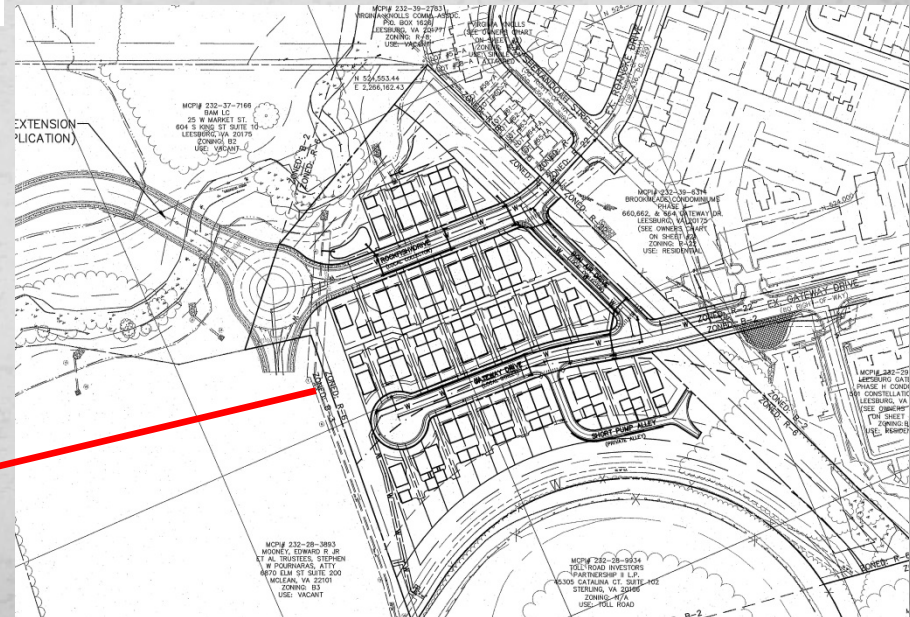
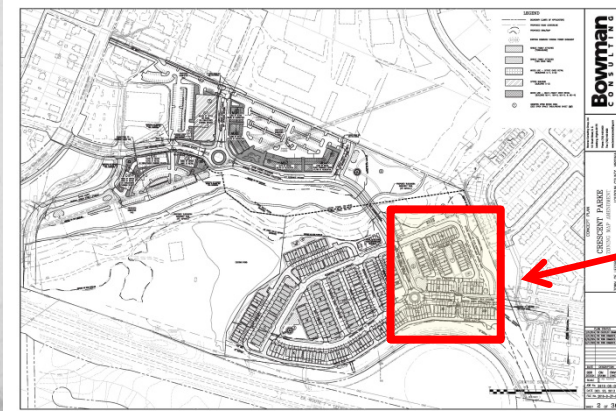
Approvable Development Plans



Site Plan for 60,000 sf Office

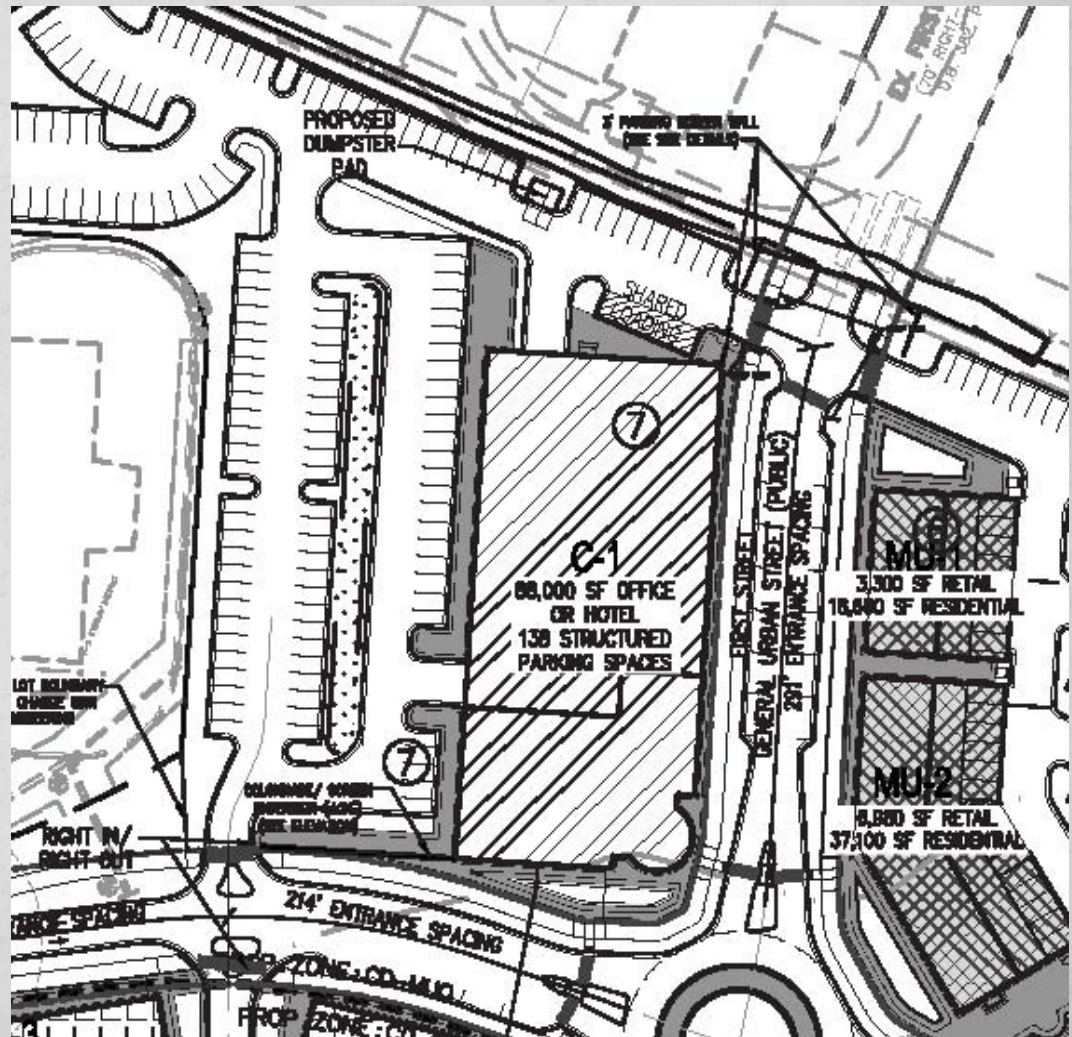


Preliminary Plan for 35 duplexes



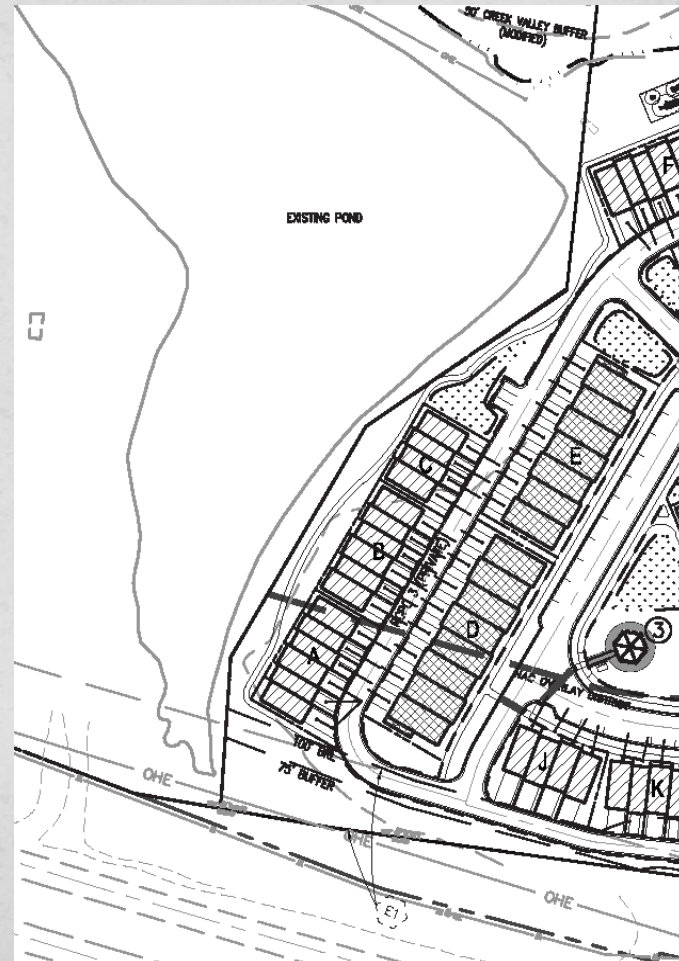
Proposed Office Use

- Office Market
- Location
- Structured Parking Cost



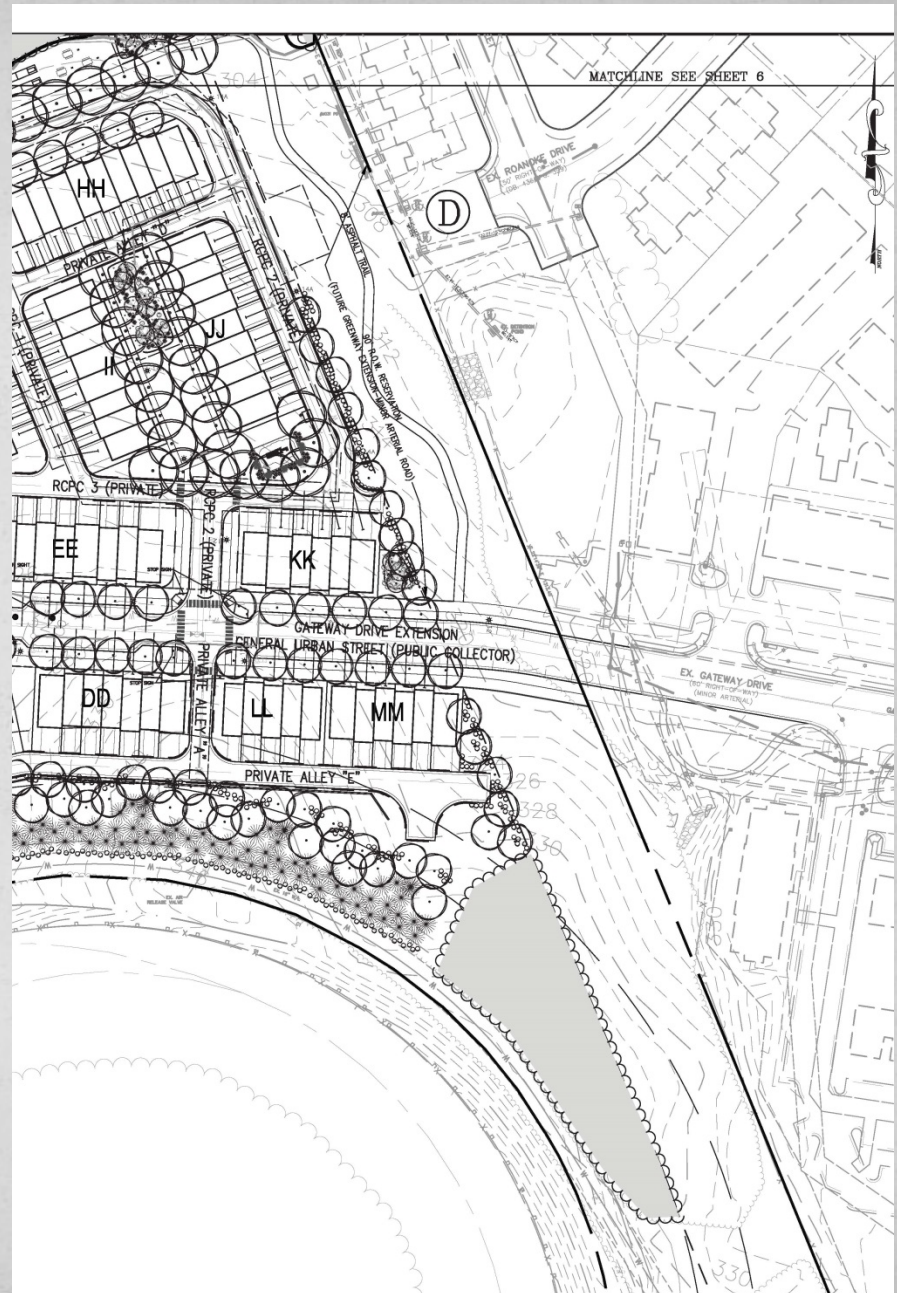
Impacts to Izaak Walton Park

- Loss of Planned Open Space
- Impacts to Current Setting
- Subject to 20-year Lease



Greenway Extension

- Buffering
- Proximity to dwellings
- Grading & Design



Davis Avenue/Gateway

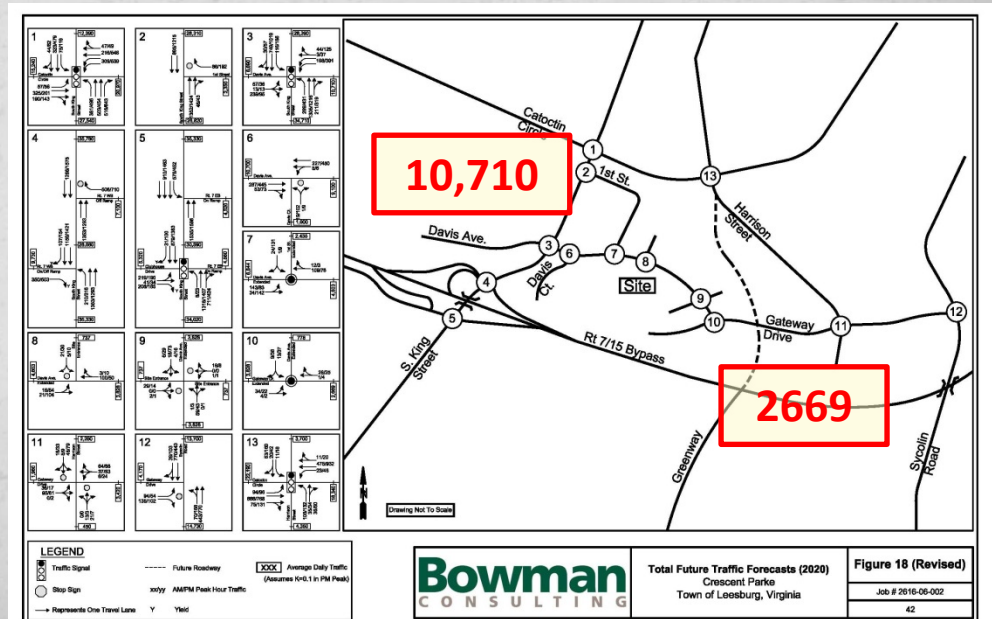
DCSM Functional Roadway Classification

Section 7-300.1.D(7) Street Design Requirements: This section references TLZO Sec. 7.10 regarding typical street sections and states that *“in no instance shall a reduction in right-of-way width be granted for properties located in the Crescent Design District”*.

DCSM Section 7-300.2 states that *‘Each street should have a continuity of design throughout. Therefore, multiple or “step down” typical designs will not be acceptable where major traffic generator such as an intersection with a collector street would delineate a clear line of demarcation.’*

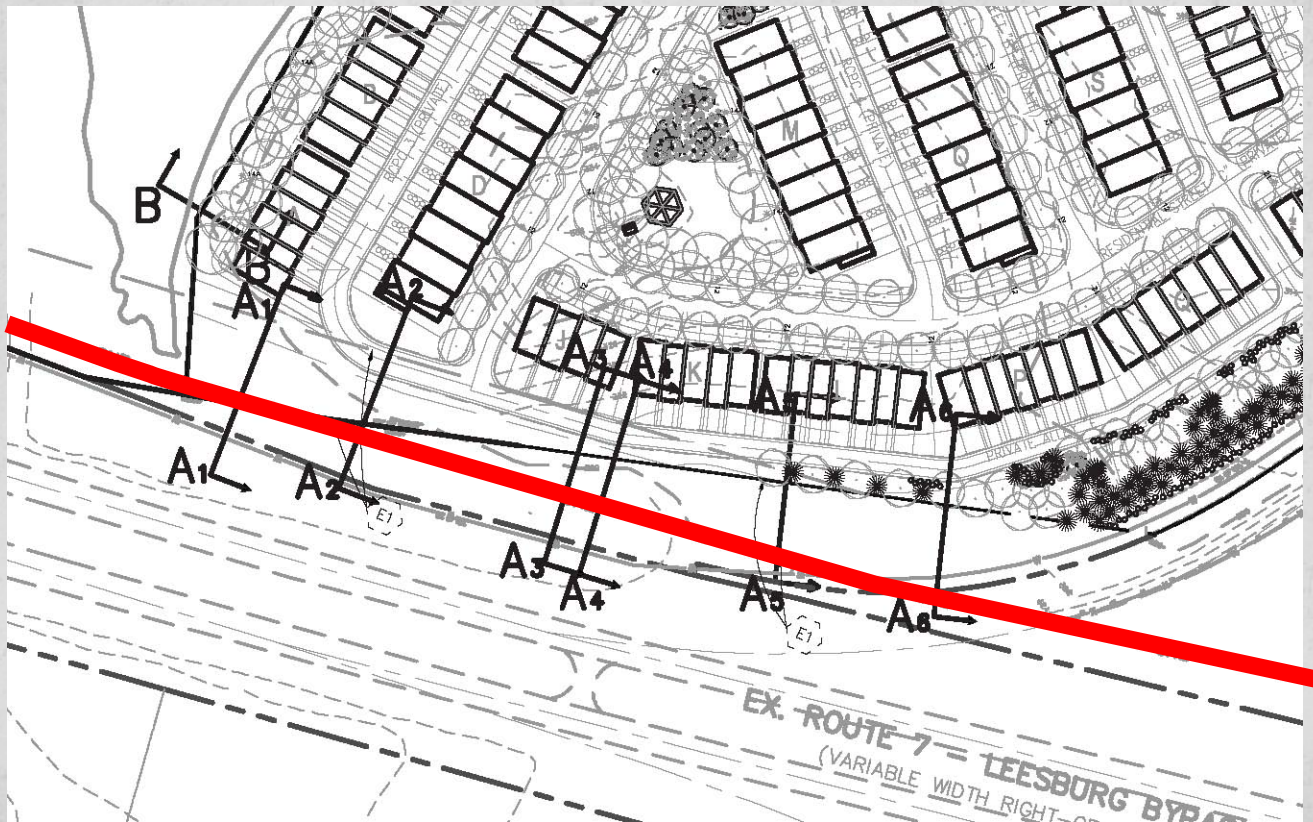
C. Major subdivision roads and streets

Projected Vehicles per day	Functional Classification
251- 1000 VPD	Local Street
1001- 2000 VPD	Local Collector
2001+ VPD	Through Collector
As shown on Town Plan	Minor Arterial
As shown on Town Plan (Major Arterial)	Principal Arterial

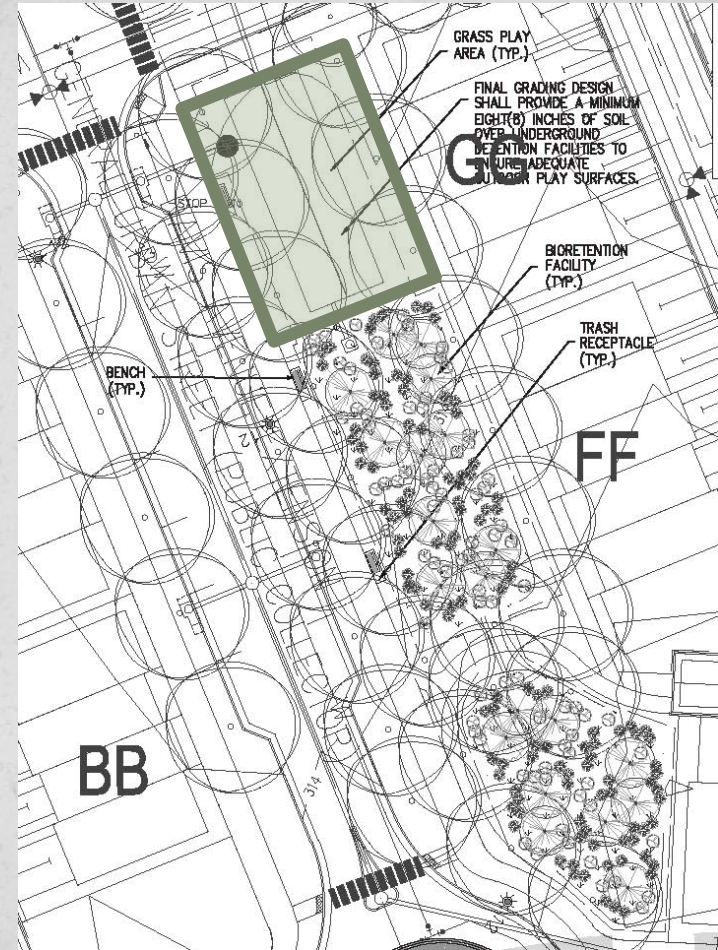


DVP Overhead Powerlines

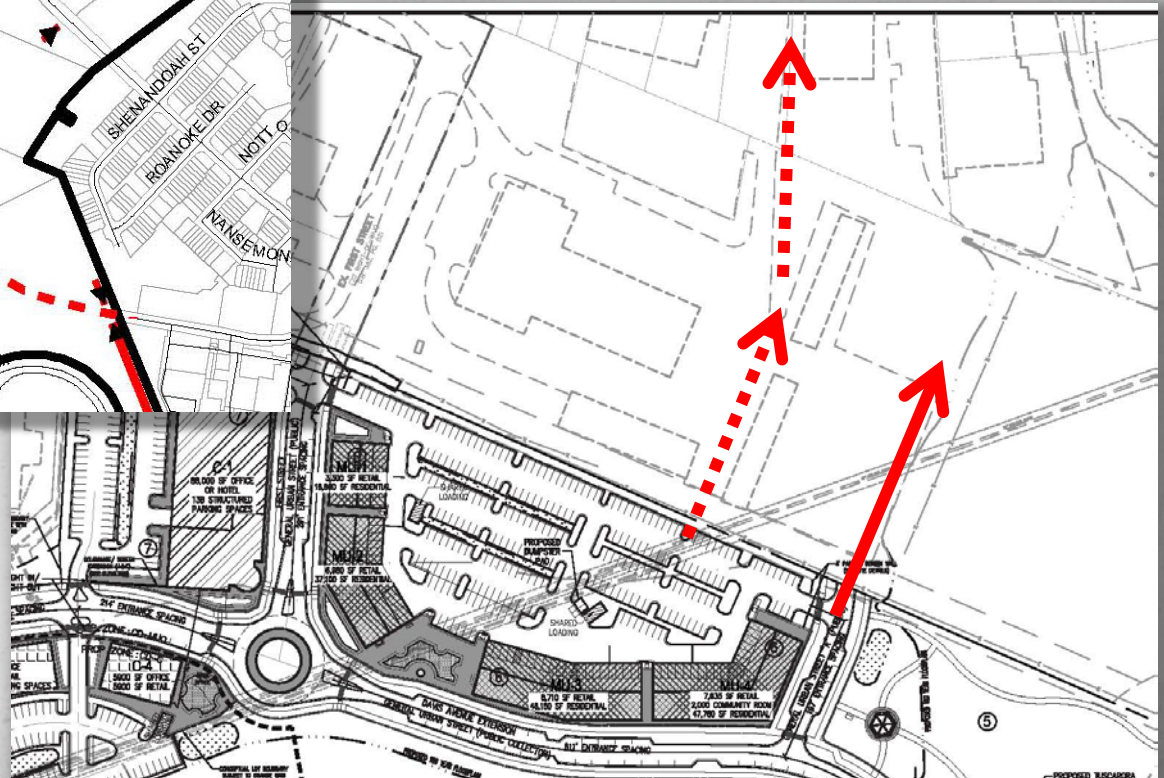
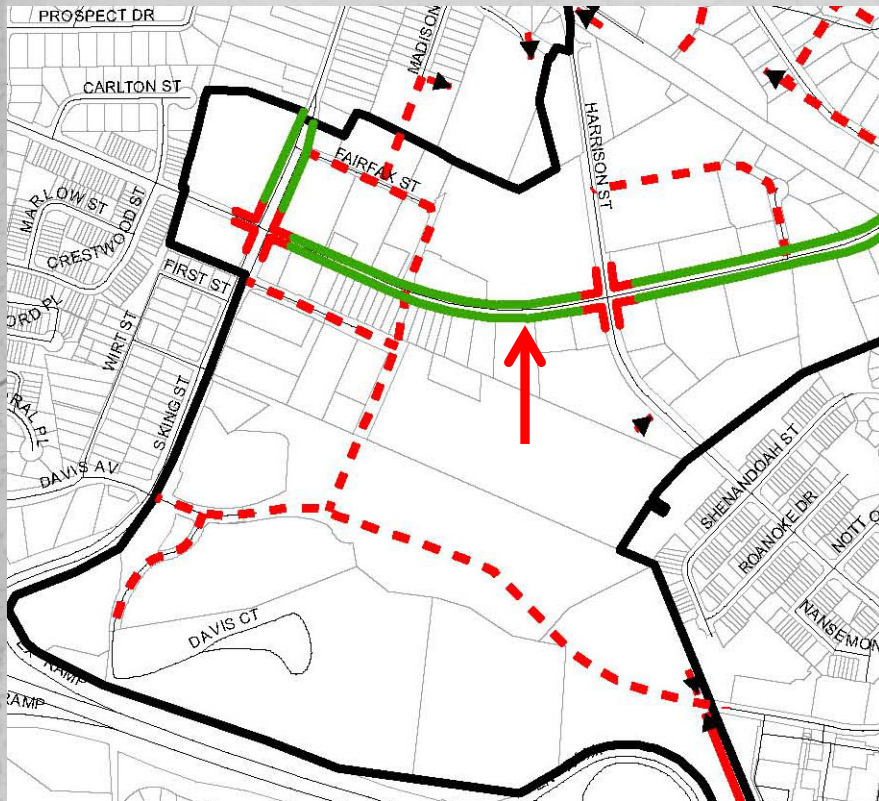
Proximity of Transmission Lines within 84' of Residential Dwellings



Diminished On-Site Recreation



Off-Site Connections



Proffers – Cash Contributions

Table 2. Summary of Proffered Cash Contributions		
Type of Contribution	Amount	Total
School Capital Facilities (Proffer 8)*	\$15,619 / 303 (TH & 2/2)	\$4,732,557
	\$7,809 / 96 MF	\$749,664
Recreation Contribution (Proffer 3.2)	\$1,000 / 399 du	\$399,000
Off-Site Transportation Fund (Proffer 2.2.7)		\$800,050
Fire & Rescue (Proffer 5.1)	\$100 / 399 du	\$39,900
	\$0.10/s.f. x 159,725	\$15,973
Total Proffered Contributions		\$6,377,144
Total for use by the Town of Leesburg		\$1,119,050

Table 5. Appendix B Off-Site Transportation Contribution Calculation				
Land Use	Total Area (sf)	Development Unit	Cost per Unit*	Cost
General Office	110,550	1,000	\$4,281	By-right use in CD
Retail	49,175	1,000	\$24,550	By-right use in CD
Hotel		room	\$3,144	By-right use in CD
Townhouse		207 units	\$2,097	\$434,079
2/2		96 units	\$2,097	\$201,312
Multi-family		96 units	\$1,797	\$172,512
			Total	\$807,903
*the amounts represent a 35% inflation factor applied to the 2005 Appendix B amount				

Crescent District Zoning Conflicts

Staff anticipates further detailed discussion of the items contained in the June 4, 2015 Staff Report

Staff Recommendation

Rather than action on June 4, 2015, Staff recommends that the Planning Commission schedule a work session(s) to facilitate detailed discussion of the TLZM 2013-0006, Crescent Parke Staff Report comments.

Planning Commission Questions